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ABSTRACT

In 1996, the formula used to fund community colleges in Iowa was repealed pursuant to the state Division of Community Colleges and Workforce Preparation's recommendations. This report presents information on the colleges and recommendations developed by the Division for establishing a new funding formula. Following an introduction, part 2 provides background information on Iowa's community colleges, describing their mission and students and providing data on the return on investment that the colleges have provided. Part 3 reviews trends in community college enrollment, programs, and salaries that affect funding and describes trends in funding postsecondary education in Iowa from 1967 to 1996. Part 4 describes research undertaken by the Division to identify possible strategies for meeting the colleges' funding needs, including a literature review to determine funding practices and trends nationwide, an analysis of funding structures in similar states to determine levels and sources of revenue, interviews with Iowa community college presidents to determine local funding issues and suggestions, and a Delphi process involving the college presidents and chairs of local boards of trustees. Part 5 reviews 12 principles guiding the development of a new formula, while the final part presents the Division's recommended funding structure. Contains 28 references. A December 1995 report to the Iowa General Assembly on community college funding recommendations and tables from a fiscal year 1996 facility survey are appended. (HAA)

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ED 407 042

IOWA DEPARTMENT OF EDUCATION
Division of Community Colleges and Workforce Preparation

A Report to the Iowa General Assembly

on

COMMUNITY COLLEGE FUNDING: AN INVESTMENT IN IOWA'S FUTURE

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COMMUNITY COLLEGE FUNDING: AN INVESTMENT IN IOWA'S FUTURE

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COMMUNITY COLLEGE FUNDING: AN INVESTMENT IN IOWA'S FUTURE

I. Introduction

In 1986, the legislature provided for the funding of Iowa's community colleges by including a funding formula in the Code of Iowa, Chapter 260D. That formula was intended to determine both the general aid to be appropriated to the community colleges for a given year and a method of distributing that aid. While it served as the basis for distribution of funds until 1995, it was not successful as a means for determining the general aid asking, nor was it successful in the long-term as a distribution mechanism. The mechanics of this formula and its history are outlined in the department's ***Report to the Iowa General Assembly on the Community College Funding Formula,*** January 1995 (See Appendix).

In a report submitted to the General Assembly in 1996, ***Community College Funding Recommendations,*** December 1995, (see appendix), the department recommended the community college funding formula, as outlined in Code of Iowa, Chapter 260D, be repealed effective June 30, 1996. This report also recommended a method of distributing state general aid to the community colleges, which was intended to be a temporary measure until a more satisfactory mechanism for funding could be developed. The sections of Chapter 260D relating to the funding formula were repealed. The Department has continued to research funding patterns and trends, and to work in cooperation with the community colleges to identify possible approaches to funding for Iowa's community colleges.

The final 1996 Education Appropriations Bill (HF 2477), Section 6(15), included a requirement that:

> ***By January 1, 1997, the department of education, in consultation with the Iowa association of community college trustees, shall submit recommendations for a funding formula that identifies and addresses community college needs.***

This report was developed in response to that request. In addition to reviewing the current status of Iowa's Community college system, the report addresses the Department's recommendation for developing a plan for funding Iowa's 15 community colleges. It must be understood that each of the components of the recommended plan will require additional review and analysis prior to development. The plan consists of the following three major components: 1) An annual appropriation request which would be over the total "fund 1" budget; 2) A component driven by enrollment; and 3) the

establishment of a Community College Review Board which would annually receive , review and make funding recommendations. These funding recommendations would be made to the Department and the Community College Council. A Task Force is recommended which would develop the specifics of the funding plan. This funding plan to be directed by the Department to would be completed by December 1997.

Section II provides the background and the description of the community college system; a discussion of the needs of the system in Section III; and a summary of community college funding, as well as an assessment, of issues and trends that have potential impact on funding of Iowa's community college system in Section IV. Section V outlines a set of goals and objectives that should serve as a foundation for a stable and equitable funding structure. Conclusions and specific recommendations are made in the final section. These recommendations will result in the development and implementation of a funding structure that meets the needs of Iowa's community colleges as well as the students and communities that they serve. A bibliography and series of tables of relevant data have been included in the appendices.

II. Community Colleges: One of Iowa's Most Valuable Resources

The Community College Mission (Code of Iowa 260C.1)

The statutory mission of Iowa's community colleges is outlined in Chapter 260C.1, as follows:

1. **The first two years of college work, including preprofessional education.**
2. **Vocational and technical training.**
3. **Programs for in-service training and retraining of workers.**
4. **Programs for high school completion of students of post-high school age.**
5. **Programs for all students of high school age who may best serve themselves by enrolling for vocational and technical training while also enrolled in a local high school, public or private.**
6. **Programs for students of high school age to provide advanced college placement courses not taught at a students' high school while the student is also enrolled in the high school**
7. **Student personnel services.**
8. **Community services.**

9. **Vocational education for persons who have academic, social-economic, or other handicaps which prevent succeeding in regular vocational education programs.**
10. **Training, retraining, and all necessary preparation for productive employment of all citizens**
11. **Vocational and technical training for persons who are not enrolled in a high school and who have not completed high school.**
12. **Developmental education for persons who are academically or personally underprepared to succeed in their program of study.**

Iowa's community college system was created in 1965. The 61st General Assembly, under the direction of Governor Harold Hughes, appropriated $6,000,000 for site acquisition and construction. In 1967, an additional $9,500,000 was appropriated for capital purposes and a state aid appropriation of $4,500,000 for college operations was made. The state aid appropriation was based on only $1.91 per day for each full-time student rather than the $2.25 per day as indicated in the original formula. A three-quarter mill property tax levy for capital purposes was passed in the fall of 1966. The yield from the property tax levy for the plant fund increased approximately six percent each year from $2,284,280 in 1967 to $10,092,943 in 1980 (Lowry, 1982).

By 1968, 15 community college/technical college districts were operating. These 15 locally governed community colleges grew out of and have been shaped by the unique needs of the citizens and the characteristics of the local communities they serve. The statutory mission has been added to over the years, and enhanced by missions established by local boards as conditions have changed and state needs that could be met by the community colleges have emerged.

Currently, each of the 15 colleges is comprehensive, offering adult and continuing education, college transfer curricula, and programs and courses designed for occupational preparation and upgrading. They operate 30 major campuses and hundreds of attendance centers--in local schools, community centers, and businesses, for example, bringing services within easy reach of any Iowan. Thus, a community college should be defined by the services it provides and whom it serves, not by bricks and mortar. The community college is anywhere the people are. In the 1995-96 academic year, Iowa's community colleges served 92,642 part- and full-time students in traditional arts and sciences and vocational-technical credit programs (unduplicated headcount). They served a total of 719,378 Iowans in credit and non-credit offerings (duplicated headcount). [1]

Who are Community College students?

Iowa's community colleges serve by far the most diverse clientele of any other sector of postsecondary education--public or private--in the state. These include students of traditional college age--recent high school graduates, high school students, and adults,

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[1] Duplicated headcounts reflect the total **incidents of enrollment**. For example, if a non-credit student took two continuing education courses, that student would be counted twice.

including students who have special academic and other needs. Interestingly, the fastest growing category of students in community colleges nationally are adults who have earned a baccalaureate degree and have enrolled at community colleges to gain new occupationally-related skills.

Students attend their community colleges on a full- or part-time basis, depending on their personal situations. Many earn a two-year degree and go on to complete undergraduate and graduate requirements for entering a profession. Others go directly into the workforce. Over 57 percent of the students in credit programs are women. An increasing number of students with disabilities are enrolling in Iowa's community colleges. Iowa community colleges serve ethnic minorities at a significantly higher rate. than their proportion of the district population. Minority enrollment in community colleges in FY 1996 was 6.6 percent of the total student population. This is more than double the percentage of minority individuals in the state population (3.1 percent).

A Good Return on Investment

Community colleges truly serve the people of Iowa. Some examples of the excellent return on investment that our community colleges provide are:

- According to the Iowa College Student Aid Commission's ***Data Digest (1995)***, five years after graduation 40.6 percent of alumni of the regents universities and 41.8 percent of alumni of the independent colleges and universities remained in Iowa. On the other hand, **84.2 percent of community college alumni remained in the state** five years after graduation.

- Since 1985, when the Iowa Industrial New Jobs Training Act was passed, **72,371 new jobs** have been created and **918 training projects** developed in the state. Through the Iowa Jobs Training Program (Code of Iowa , 260F) 30,116 employees have been retrained . All the training and retraining has been provided by our community colleges. (Iowa Department of Economic Development, 1996).

- In Fall 1996, **51.1 % of new freshmen and 33.3% of all undergraduates in Iowa** colleges and universities were enrolled in community colleges. (Dallam Report, 1996).

- The cost to the state for each full-time credit student at Iowa's community colleges was $2,848.83 in FY 1996. The K-12 per pupil cost for FY 1996 was $3,626.[2]

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[2] This figure represents the FY 96 state general aid to community colleges divided by the full-time equivalent number of credit program students. The full-time equivalent number of credit program students was determined by dividing the total number of credit hours pursued by 31, as per regents calculations. Adult and continuing education students were not included, which would have further reduced the per student cost.

Apart from these returns, programs for which collegiate level credit is awarded may result in short-term certificates, diplomas, or degrees. Many successful community college students, however, do not earn degrees, but get jobs when they've gained the skills or the certification they need for their chosen field of employment. We find graduates and completers of community colleges programs and courses everywhere: in our work lives, our personal lives, in leisure activities, and in times of crisis.

Iowa's community colleges are unique institutions. They provide high quality postsecondary education and much more. The contribution they make to the economic and social well-being of the state and its citizens will be misunderstood if community colleges are viewed through the lens of a more traditional four-year college or university. Community colleges were created to respond to the needs of their constituents in tremendously diverse ways, and they do.

In spite of the diverse and high quality instructional and community services that they provide, community colleges have been traditionally viewed as institutions that provide a second class route to further education and employment. Iowa's community colleges have exceeded the expectations established for them in 1965. They have demonstrated in significant ways that they are in fact a ***primary*** route for Iowans to successful work and higher learning.

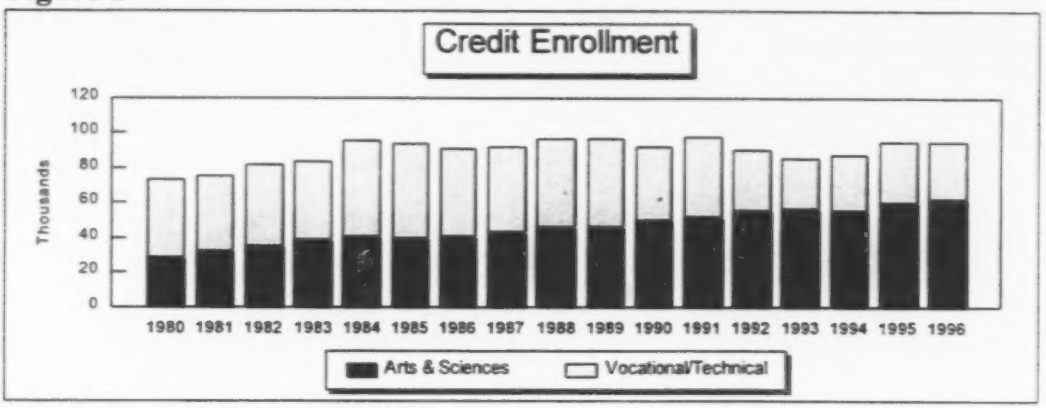
III. Issues in Community College Funding

In ***Rhetoric to Reality***,(the report of a 1990 study intended to define the characteristics of an "effective" community college), Alfred and Linder stated that in community colleges effectiveness "*is determined by the presence of paradox. To be effective, an institution must possess attributes that are simultaneously contradictory, even mutually exclusive.*" They identified eight paradoxes typically entertained by effective community colleges. One of the themes emerging from analysis of those paradoxes is the ability of an institution to maintain high quality offerings in traditional arts and sciences and vocational-technical programs, and simultaneously respond very quickly to the changing needs of individuals and organizations within its community.

Iowa's community colleges entertain this paradox exceedingly well, as evidenced by steady increases in enrollments in traditional credit programs, as well as in less traditional adult and continuing education, and customized training. Some of these trends are illustrated below.

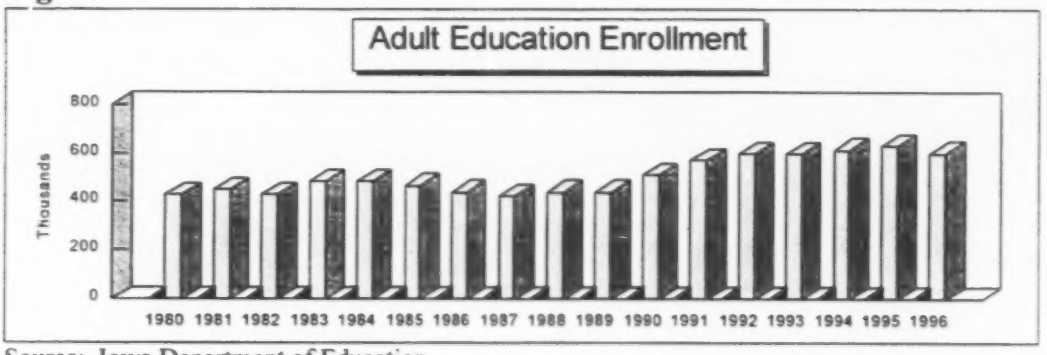
- Enrollments in community colleges have increased steadily since the colleges became operational in the late 1960s. The following figures illustrates enrollment trends in three major categories: arts and sciences, vocational-technical courses and programs, and adult education. Adult education includes adult basic education, adult job training and re-training courses, and courses for general interest and continuing education.

Figure 1



Source: Iowa Department of Education

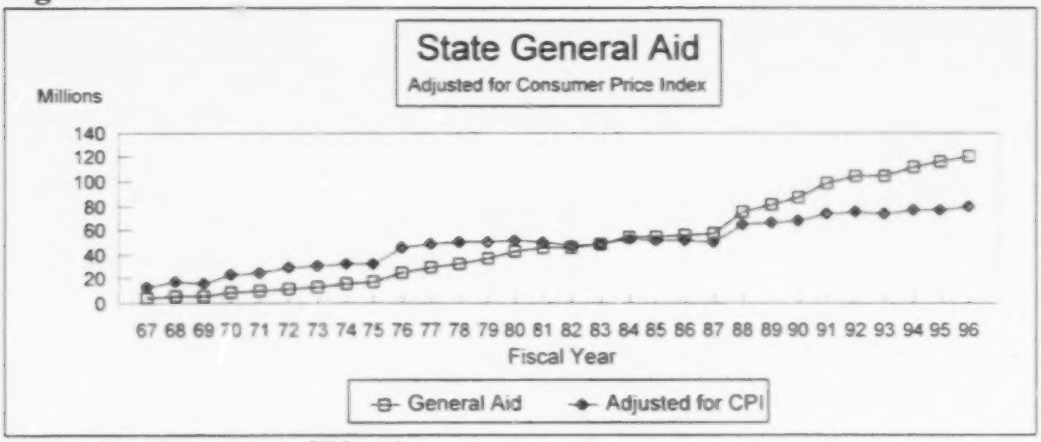
Figure 2



Source: Iowa Department of Education

State support has barely kept up with enrollments. Furthermore, when general aid appropriations are adjusted for inflation using the consumer price index (CPI), it becomes clear that, in real dollars, increases in state general aid have not kept pace with enrollments.

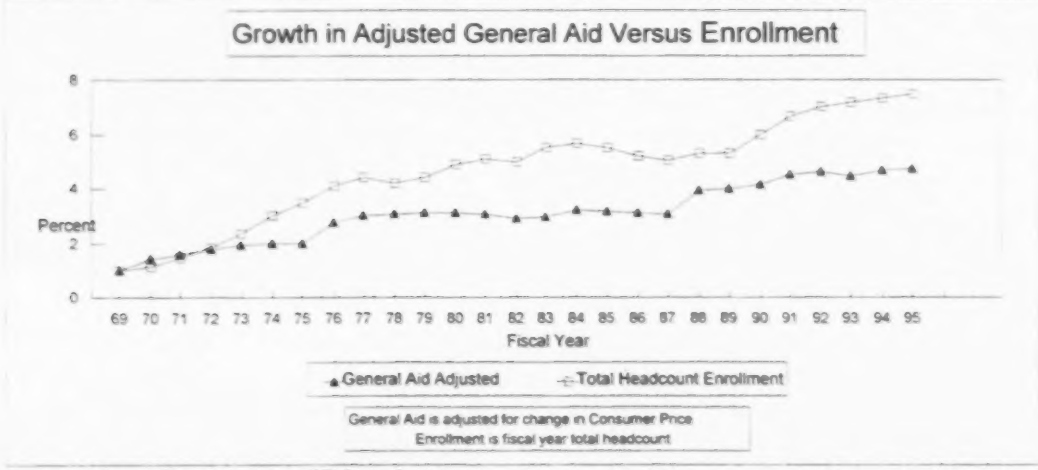
Figure 3



Source: Iowa Department of Education

Figure 3 illustrates this relationship. When state general aid increases adjusted for inflation are compared with increases in enrollments, it becomes obvious that state support for community colleges has not supported the steady increases in enrollments that they have experienced. With the exception of the late 1980s, the formula did not work effectively. This discrepancy has been growing, as illustrated in Figure 4. If state aid, adjusted for inflation, had kept pace with enrollment growth, the general aid appropriation to community colleges for FY 1997 would be over $18 million higher than the actual appropriation.

Figure 4


Growth in Adjusted General Aid Versus Enrollment
8
6
4
Percent
2
0
69 70 71 72 73 74 75 76 77 78 79 80 81 82 83 84 85 86 87 88 89 90 91 92 93 94 95
Fiscal Year
General Aid Adjusted
Total Headcount Enrollment
General Aid is adjusted for change in Consumer Price
Enrollment is fiscal year total headcount

Source: Iowa Department of Education

- Infrastructure needs are increasing. College buildings and equipment are aging. Funding needs for deferred maintenance and upgrading which make facilities more energy efficient and address federal standards (such as the American with Disabilities Act and hazardous waste disposal requirements for colleges), is having a significant impact on the local college budgets (see appendix for 1995 facility report).

- While community colleges are most competitive in postsecondary education and training in the state, continuing demands are creating considerable stress on the system. New program development, particularly in high technology areas, requires extensive investment, as does replacing outdated equipment in order to provide the up-to-date instruction that business and industry requires. Both of these needs continue to grow, often creating a serious dilemma by causing colleges to neglect other priorities if they are to be responsive to the needs of local employers.

- Many of Iowa's community colleges recognized the need for developmental education and had programs in place by the late 1970s. These services provide students who are not academically prepared to succeed at the collegiate level and who have other special needs with the opportunity to build their skills. In 1986, a report of the Legislative Task Force on Remedial Programs recommended while some "remedial" courses should continue to be offered by the regent institutions, Iowa's community colleges were the most appropriate sector to address the needs of developmental students. Resources (such as federal funds) to provide support to non-traditional students are disappearing, while enrollment of students with special needs are increasing. Projections indicate that this trend will continue. Students with disabilities, students who require remedial assistance in order to succeed at the community college, and new immigrants who want to be effective workers are being served in increasing numbers. Providing services to all of these individuals stresses the resources of the colleges to a point where sacrifices in other areas of the community college must be made. In 1992, 22,741 students were enrolled in special needs programs in Iowa's community colleges. This number increased to 25,078 in 1996, or 27 per cent of the total credit student enrollment.

- Salaries of community college faculty have not kept pace with the salaries of their peers in other sectors of postsecondary education. In addition, professional development opportunities have moved lower and lower on the priority list due to declining resources. Salaries of community college faculty in Iowa rank among the lowest in our region, as illustrated in Table 1, which shows the regional average salary of full-time faculty members in public two-year colleges. Iowa ranked seventh among nine states.

Table 1

Regional Average Pay Of Full-Time Faculty Members In Public 2-Year Colleges, The Salary Deviation From The National Average And States Ranking			
State	Average Salary	National Average Salary Deviation	Ranking
Illinois	$47,391	+ $5,290	1
Wisconsin	$45,511	+ $3,410	2
Minnesota	$42,743	+ $643	3
Ohio	$39,750	- $2,351	4
Missouri	$38,175	- $3,926	5
Kansas	$35,848	- $6,253	6
Iowa	$34,634	- $7,467	7
Nebraska	$32,167	- $9,934	8
South Dakota	$27,514	- $14,587	9

Source: ***Chronicle of Higher Education Almanac***, September 2, 1996

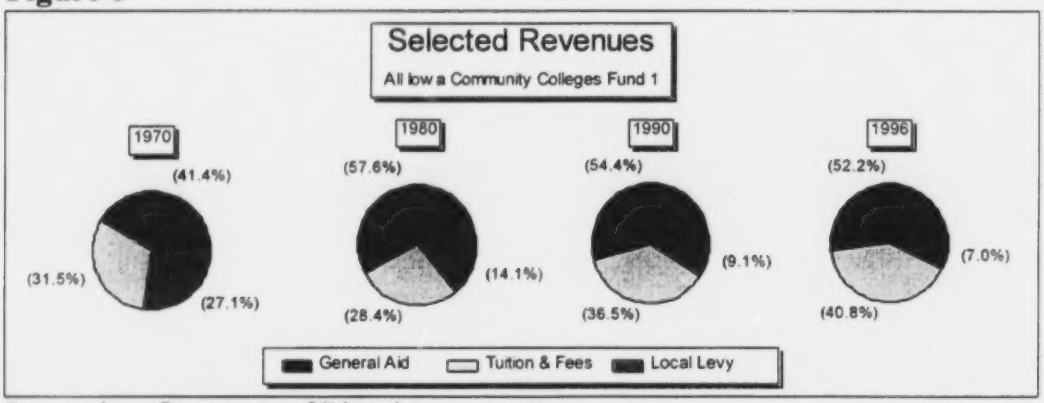
- The vocational-technical preparation training and retraining provided by the community colleges is of extremely high quality as evidenced by the satisfaction of employers. In a study conducted in January of 1996 by the Iowa Association of Adult and Continuing Education Deans and Directors over 96 per cent of the employers surveyed rated the quality of workforce training provided by community colleges as "good" or "excellent." The equipment required to provide relevant instruction, however, is often extremely expensive, and keeping equipment current is a serious financial burden to the colleges.

Trends in Funding Postsecondary Education in Iowa

When state general aid was first appropriated in 1967, it was computed by multiplying $2.25 by the average daily full-time enrollment, multiplied by the actual days school was in session. Funds were made available for special purposes such as radio stations, equipment replacement, salary supplements, etc. The actual appropriation in 1967, though, was less than the $2.25 per average daily enrollment . General aid as a percentage of total revenues (considering only the three main sources: state general aid, local taxes, and tuition) has shifted from 41.4 percent in 1970 to 52.2 percent in 1996.

However, at the same time local property tax support was decreasing significantly as a percentage of total revenues, indicated by the rather dramatic shift illustrated in Figure 6. For example, in 1970 local taxes comprised 27 percent of total revenues; this had dropped to 7.0 per cent by 1996.

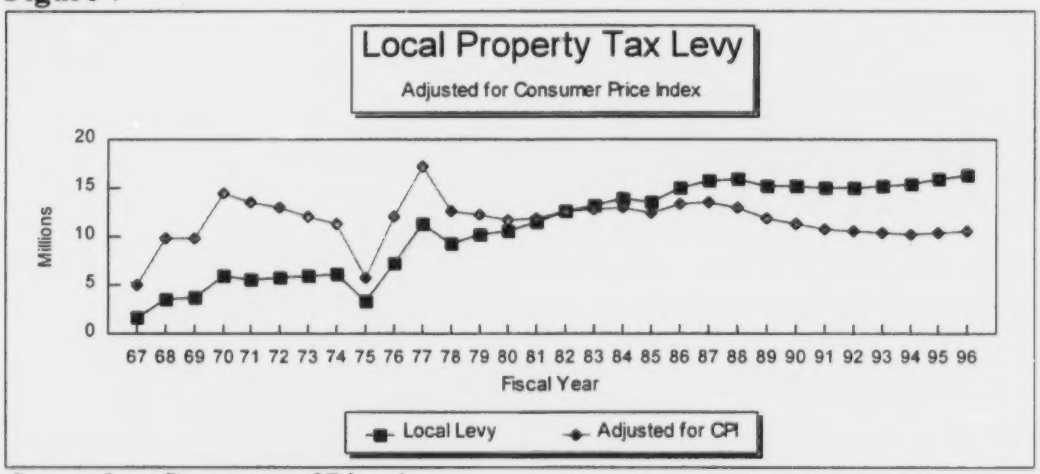
Figure 6



Source: Iowa Department of Education

Figure 7 shows that, while the actual dollar amount of local taxes has increased during the past 29 years, the real value of those funds has actually decreased since 1984 when adjusted for inflation..

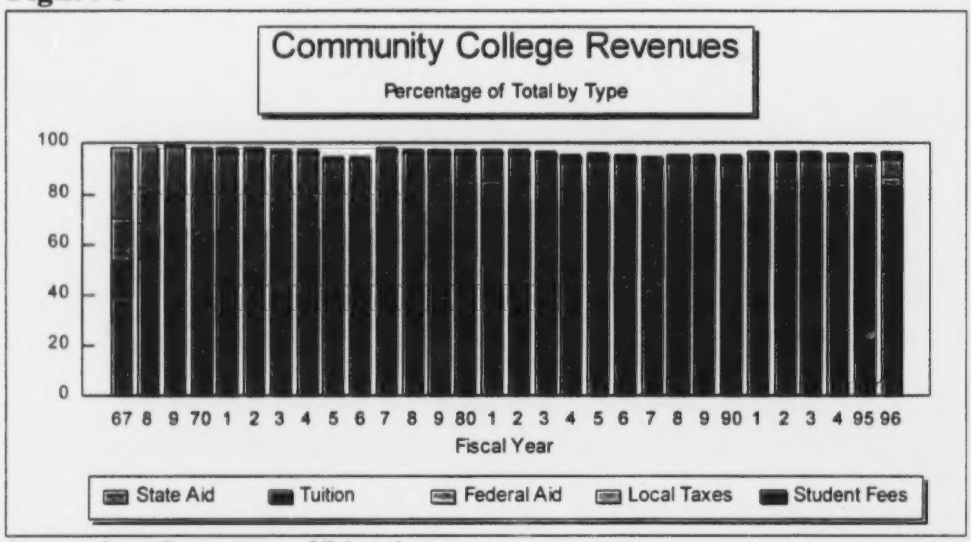
Figure 7


Local Property Tax Levy
Adjusted for Consumer Price Index
Millions
20
15
10
5
0
67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82 83 84 85 86 87 88 89 90 91 92 93 94 95 96
Fiscal Year
Local Levy
Adjusted for CPI

Source: Iowa Department of Education

Student tuition has increased as a proportion of total college revenues, shifting the burden of cost for a community college education from the state and the district to the student. Over the past 10 years, particularly, the part of the bill that has fallen to students to pay has increased to the point where access to community colleges is compromised for many students. Figure 8 clearly illustrates these shifts in revenue sources from local districts to the state and, because the state has been unable to adequately bridge this gap, more and more of the cost of education has fallen on the students, jeopardizing access to public postsecondary education.

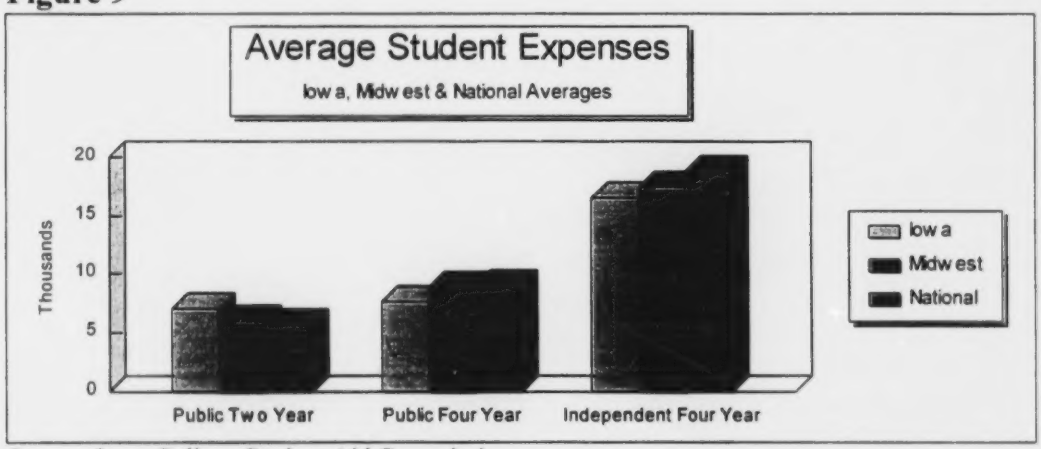
Figure 8



Source: Iowa Department of Education

Figure 9 shows that according to data compiled by the Iowa College Student Aid Commission, students in public two-year colleges in Iowa have paid more than students in similar institutions in the region or in the nation. In contrast, students in Iowa's public four-year universities paid less than their counterparts in similar institutions in the region and in the nation. As illustrated below, average expenses per student follow the same pattern.

Figure 9



Source: Iowa College Student Aid Commission

IV. Research on National Trends and Patterns in Community College Funding

Several methodologies were used to identify possible strategies for meeting the funding needs of the community colleges. Literature relating to higher education funding was reviewed to determine trends, as well as historical and emerging practices in funding state systems of community colleges. Funding structures used by other states with systems somewhat similar to Iowa's were examined. In addition, each Iowa community college president was interviewed in an effort to determine local funding issues and identify suggestions that could be used as we develop a new funding structure. Finally, community college presidents and local board chairs were invited to participate in a process designed to gain consensus on a set of objectives or principles that would provide a foundation on which we could build a plan to fund Iowa's community colleges. This section contains a summary of these findings.

Funding Community Colleges in Other States

The literature on funding higher education and, particularly, community colleges revealed that the following two primary methods have emerged for funding institutions and systems of higher education: (1) formula-based mechanisms; and (2) appropriation-based funding. The use of formula-based funding for higher education reached the half-century mark in the 1990s and, despite this long history, experts agree that no perfect formula has yet been developed. Use of ***formula*** generally refers to a means for determining need and distributing public funds in a rational and equitable manner. Some formula have most often evolved into complex mathematical structures with multiple purposes and outcomes, and use set rates, ratios, and percentages derived from costs studies (McKeown and Layzell, 1994). ***Appropriation-based funding*** is a far simpler method in which need is not determined by formula, but which relies on past distribution methods and increases appropriations by a certain amount--most often tied to an inflation factor.

The literature also indicated that Iowa is consistent with other states in regard to how community college systems have been funded historically, as well as in terms of current trends. For example, other states developed enrollment-driven formulas, using a system of cost centers and accounting for local taxes. Few states were fully funded by formula, and in many states—as in Iowa—the formula ultimately failed as a determiner of need and became little more than a method of distributing state funds. Like Iowa, other states are currently exploring the development of new funding structures for community colleges, focusing on meeting local institution and state needs. States that are in the process of exploring other funding options have taken several years to refine and study options and their impact on colleges.

In order to supplement our review of the literature with specific information about current funding structures, an inquiry was sent out to community college in the state and to a number of states with systems similar to Iowa's or in which funding was undergoing changes. Most of these state systems are funded by formula or by a combination of appropriation-based and formula funding. Most formulas include an enrollment-driven component, using credit hours or full-time equivalent enrollment (FTEs) as the base. Many provide an equalization component which might address, for example, variations in local taxes, institutional size, and cost of instructional offerings.

Other Current Trends

The following trends in funding community colleges in other states emerged from our review of the literature and examination of funding structures for community colleges in other states.

1. State funds for education are shrinking. Most states have experienced economic downturns which directly impacted state support of higher education. Resources available to states are being stretched to cover health care, criminal justice, and welfare needs, leaving less for education. Access to postsecondary education for non-traditional adult and low income students is jeopardized when colleges are forced to resort to regular increases in tuition in order to sustain institutional operations because of shortages in state support.

2. Most state systems of community colleges with a tradition of strong local control also enjoy strong local support. In their early development, public two-year colleges charged minimal tuition and were strongly supported by local taxes. In the 1960s, particularly as state systems of community colleges developed, states began to assume a larger share of support. As resources declined in the 1980s, growth of state aid began to decline, and by the 1990s, community colleges were forced to rely on tuition as a greater share of their revenue. At the same time, some states reduced local support or limited the authority of institutions to levy taxes. In Iowa, local support has decreased as a percent of total revenue, as illustrated in Table 8.

3. States are using a "combination" approach to funding. There is increasing evidence that states are approaching funding by using a combination of components, rather than a single strategy such as an enrollment-driven formula. Some of these components include:

    - A level of base support for institutional stability and planning, such as an annual "incremental" increase each year for inflation.

    - A factor designed to provide equalization for local taxes, differentials in institutional costs, institutional size, etc.

- Additional special appropriations for new program development, technology, equipment upgrading, infrastructure, or other programmatic needs.

- Performance or outcomes-based funding. A percentage of state appropriation, often a percentage of new dollars is used for incentives to institutions that achieve performances goals or indicators established by the state or by the state in cooperation with the community colleges.

Sources of Revenue

Since one of the current difficulties with the structure of funding for Iowa's community colleges is the proportion of state general aid, local support and tuition, we asked other states, with governance and funding similar to Iowa, what percent of total system revenues each of these three sources of revenue represented.

Figure 8 clearly illustrates that for Iowa community colleges, local support is a far smaller percent of total revenues than for any of the other states surveyed. Furthermore, community college students in Iowa pay the largest percent of their share among all these states.

Tuition in Iowa's community colleges is eleventh highest in the nation according to the ***Chronicle of Higher Education*** (October 4, 1996) and the highest among our neighboring states, with the exception of Minnesota, which provides for no local support. Tuition at all Iowa community colleges is above the national average. These data indicate change in the proportion of the three primary sources of revenue (state aid, tuition, and local tax) to Iowa's community colleges. More of the revenue in Iowa now come from students tuition compared to the proportion that existed when the system was created.

Table 2

The FY 1996 Percentage of Total Revenue to Community College System in State General Aid, Local Taxes, and Tuition						
State	**Funding Sources**					
	State Approp.	Local Tax	Total State and Local	Tuition/ Fees	Federal Contract	Others
Mich.	34.10	30.70	64.80	31.50	--	3.70
Wy.	45.00	14.00	59.00	13.00	--	28.00[3]
S. C.	58.10	11.70	69.80	27.30	--	2.70
Texas	44.10	18.35	62.45	17.13	15.80	4.62
N.Y.	29.00	40.00	69.00	31.00	--	--
Ariz.	22.00	54.00	76.00	19.00	--	5.00
Ill.	24.40	43.00	67.40	26.40	--	6.20
Iowa	47.20	6.51	53.71	36.20	3.98	4.44
Kansas	26.66	43.53	70.19	19.42	1.25	5.38
Missouri	33.37	32.15	65.52	27.60	1.86	5.02
Neb.	33.33	47.59	80.92	19.99	0.00	0.11
Wisc.	23.98	53.93	77.91	17.45	4.63	0.00

Source: Iowa Department of Education Survey (1996)

Generalizations

Based on evaluation of the information obtained in the review of the literature and examination of funding patterns in other states, the following conclusions regarding community college funding can be made.

- It is essential to develop a stable funding base.
- A large number of states have similar funding mechanisms for community colleges and state universities.
- Several states provide flexibility and simplicity in providing grants for specialized areas or to respond to particular institutional needs, such as technology, program innovation, or faculty development.
- States have moved away from formulas because they have not worked as they were intended to.
- Equity in funding persists as an issue that a number of states are trying to address.

[3] In Wyoming, this 28% includes federal contracts, sale of auxiliary services, local tax options not shown in the "Local Tax" column, and some carry over funds.

Interviews with Iowa Community College Presidents

An informal discussion was held with each president in order to identify local concerns relating to funding and ideas presidents may have about a funding system that would serve both their individual institutions and the state. A summary of these discussions reflecting the issues, ideas, and concerns are presented below.

General Funding Issues. There were several issues identified that have been categorized as relating to funding in general. There appears to be agreement among the presidents regarding the following:

- Tuition increases seriously jeopardize access and must be curtailed.
- Current funding is insufficient to meet the needs of students, communities, and the state. This has resulted in tuition increasing at rates that are having a negative impact on access. A funding plan needs to be developed that will generate more state revenue for community colleges.
- Any funding plan should ensure that no community college experiences a reduction in state aid.
- There is a need for additional funds to encourage innovation and provide seed money for new program development.
- Any new component should be funded out of new dollars, rather than derived from the base appropriation.
- Inflationary increases should be applied across the entire unrestricted general fund 1 budgets of the community colleges, rather than simply being applied to the previous year's appropriation.

General Approaches to Funding. A number of presidents favor a funding plan similar to the one used for many years to determine appropriations to the regents universities. This would be comprised of appropriation-based funding for the basic general aid appropriation with specific requests made to meet other identified needs. Increases should be tied to institutional fund 1 operating budgets. This approach could also incorporate some of the components outlined in the next section. Other presidents prefer funding that is entirely driven by enrollment.

Enrollment. While there is general agreement that at least part of a funding mechanism should reflect enrollment, there is not consensus on enrollment unit or on the degree to which enrollment should drive funding. Several options have been suggested as follows: (1) the entire appropriation request could be developed on the basis of enrollment; (2) an established percentage of the appropriation request could incorporate enrollment; or (3) an enrollment component might not apply unless an institution reaches an established threshold of enrollment growth or decline.

It is on this issue that most differences between the community college presidents emerge. A number of presidents favor using the credit hour as the enrollment unit for funding credit programs. However, a number of serious issues must be considered. Standards for the number of credit hours eligible for reimbursement per program would have to be established and enforced by the department. Credit hours generated by vocational programs--particularly highly technical, high cost programs--should be weighted to reflect their cost. A method would need to be found to incorporate enrollments in adult and continuing education.

Other options for enrollment units include contact hours or a full-time equivalent (FTEs). Both are fraught with real and potential problems. The previous contact hour driven formula created serious inequities in how programs were funded; because there were no standards for program length, these inequities would have to be resolved if the contact hour were retained as the enrollment unit. If FTE were to be used, a formula for calculating FTEs would need to be developed that does not perpetuate existing inequities in contact hours or potential difficulties with credit hours.

Property tax equalization. In Iowa, there are significant variations in property valuations that result in inequities in the percent of revenue generated in each community college district by local levies. While a number of presidents are interested in including a component that would equalize this variation, there is not agreement.

Data reporting. There was agreement among the presidents that accuracy and consistency in enrollment reporting was critical to any funding system that would fairly and equitably reflect enrollments. In addition, it is clear that the department must assume the responsibility for developing standards and guidelines and monitoring enrollment reporting.

Funding Objectives or Principles

Final recommendations on community college funding should be grounded in a set of principles that collectively outline what the education and government communities seek to accomplish with a funding structure. We wanted to develop a set of objectives that could be used as a sort of "bellwether" for the various funding options that might be considered. The department sought to gain consensus among the community college presidents and presidents of local boards of trustees on these desired objectives. A modified version of the "Delphi" process--a widely accepted research method designed to enable a group to reach consensus--was used.

The interviews with the community college presidents were analyzed for themes that were translated into "funding objectives" statements. Each college president and board chair was asked to rank these objectives, and to modify or add any that appeared to be missing. The results of the first round were compiled, the objectives revised and organized according to the combined total rankings, and the same participants were asked to rank them again. In addition, several items were added to the list and, based on suggestions from participants, and language in some of the objective statements was clarified. Fifteen (15) usable responses were received for Round 2: eleven from presidents and four from local board chairs. The results of Round 2 are illustrated in Table 11. The objective statements have been organized according to the results of the Round 2 rankings, and the average of the rankings for each item appears in the "Ranking" column.

As noted above, the Delphi technique is designed to gain consensus. An analysis of the results indicates that consensus was not achieved on objectives or principles that could guide us in the development of a new structure for funding Iowa's community colleges by using this process. First of all, whereas 21 presidents and local board chairs participated in the first round, we only received responses from a total of 15 during the second round. Secondly, the range of responses did not indicate agreement. For example, responses to the highest ranking objective statement, "Ensure equity in each component of a funding system," with an average ranking of 6.2, received rankings as high as 9 (the highest possible) and as low as 3. While consensus was not reached, however, this process has clarified a number of issues that are important to the community colleges, including equity, protection from loss of revenues, and the tradition of local control.

The department conducted a review of all available resources for principles which could guide us in the development of a new funding structure. These included the principles outlined in the 1995 report and the results of the Delphi process used with the presidents and trustees.

V. Principles to Guide Development of a Funding Structure

Following the department's review of literature on principles, and from college president's comments, we have determined the principles and goals outlined in our January 1995 report, with two additions, constitute a sound set of objectives. They are as follows, and have not been arranged in any order of priority.

A community college funding system should:

- Maintain a strong, healthy statewide system of community colleges. Iowa's community colleges have served the state well; if we are to continue to invest in that rich resource, the colleges must have adequate resources to meet state and local missions.

- Be based on a data collection reporting system with uniform, audited data elements. A data base with credibility is essential to determining need and distribution of funds.

- Find the right balance of state, local, and student funding sources: state aid, local property taxes, and student tuition.

- Create predictability. Funding for each college should be predictable. Short- and long-range planning, recruitment of staff and students, and community support are dependent upon being able to estimate future revenues for each college.

- Provide for an equitable distribution of state aid. The distribution of state funds provided to each institution should be based on similar funding support for students enrolled in similar programs across the system.

- Support the uniqueness of individual colleges and their ability to adapt to the educational needs of local communities. Each community college is uniquely suited to meet the needs of the community where it is located. A funding system should enhance that and not interfere with the institution's uniqueness.

- Be sensitive to the cost of instructional and instructional support programs. Community college funding should be based upon a close approximation of actual program costs rather than treating all programs the same. Vocational programs, liberal arts/transfer programs, and remedial programs all have different costs, and these should be recognized in the funding formula.

- Be sensitive to the numbers of students enrolled. Increases in enrollment should result in funding increases. Enrollment is one basic element which should influence funding.

- Accommodate new and changing missions. The funding of community colleges should accommodate special programs, special students, and special needs that are consistent with the evolving educational missions of the state and local communities.

- Incorporate the needs of the system, as well as needs of individual institutions. Funding should be tied to the mission of the community colleges and the principles and goals established for funding the system collectively. While each community may have its own defined mission, state aid addresses the mission of community colleges as a system.

- Support state-mandated programs and requirements. Full funding for new programs, requirements, and initiatives mandated by the state should be provided by the state. Students, local taxpayers, or staff should not be required to bear the cost of state mandates.

- Encourage quality and discourage waste. The level of funding and the use of the funds by community colleges should support the following: quality instruction, quality programs, quality faculty and staff, quality communities, and a quality future for Iowans. A funding system also should encourage operational economies and efficiencies.

VI. Conclusions and Recommendations

The study conducted in preparation for this report leads us to the following conclusions:

- In general, formulas have not endured as methods for funding community colleges over the long term. They are too complex, have not adapted readily to changing needs and, in general, have not been funded.

- Development of a new mechanism for funding Iowa's community colleges involves some extremely complex issues. There is disagreement within the system on how these issues should be resolved.

- There is need in Iowa for a funding structure that creates financial stability and predictability, accounts in some measure for enrollment, and provides some funding for the innovation which the state and local communities expect of community colleges.

- In regard to funding, there is a legitimate local interest, reflected in the responsibilities of each community college to respond to and meet the needs of its district, and an equally legitimate state interest, reflected in the growing need for the community colleges to function more as a state system of institutions that retain their local character.

- Any mechanism for funding Iowa's community colleges must have as a foundation an information system consisting of data that are accurate, audited and based on uniform definitions that are applied consistently in all community colleges. The development of a management information system for community colleges is a critical element to designing a funding structure that will serve the interests of the residents of local districts and the state.

- In other states with strong local governance, community colleges also enjoy strong local financial support. This is not true in Iowa, resulting in a system that is governed locally, but funded largely by the state. One of the great strengths of Iowa's system is local governance--it is local control that keeps our community colleges responsive and innovative. That strength may be jeopardized by the fact that local funds constitute a declining proportion of funding for community colleges.

Recommendations

The development and testing of components of a system for funding Iowa's community colleges requires sufficient time to conduct a thorough study of a number of complex issues and analysis of data. The data on which a funding system is based must possess high accuracy and integrity--features that we are building into the data elements that will be incorporated into the community college management information system (MIS). In addition, time is required to attempt to gain consensus among community college leaders on components of a funding mechanism.

Understanding the complexities implicit in the issues outlined above, the Department recommends a very general initial approach for funding community colleges in the future, as well as specific strategies and time frames for completing activities necessary to fully develop this plan. The Department will be prepared to make a final recommendation to the General Assembly in January 1998.

The Department's recommendations are outlined below:

1. **The plan for funding community colleges** would include the following features. These components are outlined broadly here; each one would require considerable review, analysis, and development. This plan consists of three basic components:

   A. An annual appropriation request over the total fund 1 budgets of the community colleges for a base year. Ideally the legislature would grant a multi-year approach to provide greater stability and predictability will be examined. This will provide funding for the general operations of each institution. The Department will make this request.

   B. A component driven by enrollment .

      - The enrollment unit for credit programs would be the credit hour. Definitions for credit hours eligible for funding would be established by program, standards would be set by the department, and audit procedures implemented. Consideration would be given to weighting credits in technical programs.

      - The enrollment unit for eligible non-credit courses would be the contact hour. Stringent but fair standards for eligibility would be established and monitored by the department.

      - An implementation schedule designed to ensure that this provision does not result in financial harm to individual institutions.

C. Establish a Community College Funding Review Board to annually receive, review and make recommendations to the Department and the Community College Council on additional funding needs as identified through the following options:

- Create an "Innovation Fund" to provide grants which enable colleges or the system to respond quickly to emerging needs, such as new technical programs. Funds would be awarded by the department, and would require one-for-one local match (or state system match in the case of system needs).

- Provide funding for emerging needs for individual institutions or the system. Examples of these needs might include infrastructure, developmental education, additional funds for salaries, etc.

2. **Establish a Task Force on Community College Funding** to develop a more specific funding plan by December 1997. This task force shall:

- Be directed by the Department. Members will be appointed by the Director and shall include five community college presidents; the Executive Director of IACCT; two public members; and two faculty representatives. Four legislators will serve as ex-officio members.

- The Department will contract with an expert on community college finance to facilitate the work of the Task Force.

- The Task Force will be responsible for evaluating and developing possible funding components as mentioned above. They shall:

  ⇒ Study each of the three components, including their impact on each community college and on the system.

  ⇒ Determine the balance among all components.

  ⇒ Consider the inclusion of other funding components.

  ⇒ Apply the principles outlined in Section V.

⇒ Develop general recommendations for continuous review of the effectiveness of the funding plan. This should include ongoing analysis of environmental factors and emerging state and local needs that will impact the system. In addition, provisions should be made for recommendations to be made to the Department regarding needed adjustments in the funding plan.

⇒ Make final recommendations to the Department.

- The work of the Task Force should comply with the following time frame:

Members of Task Force appointed	May 1997
First meeting of Task Force	May 1997
Draft recommendations submitted to Department	August 1997
Public Reactions to the Funding Plan	October 1997
Final draft of Plan presented to State Board	November 1997
Plan submitted to Legislature	January 1998

3. **The Community College Management Information System**, including enrollment reporting, must become fully operational as soon as possible. The first meeting of the MIS Task Force was held on December 20, 1996. Specific timelines will be established by that Task Force.

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VIII. Appendices

A-1 A Report to the Iowa General Assembly: Community College Funding Recommendations, December 1995

A-2 1996 Iowa Community College Annual Budget Report "FY 1996 Facility Survey"

A Report to the Iowa General Assembly

Community College Funding Recommendations
December 1995

Request

Senate File 266.19 Sec. 3 requires the following:

> ***The Department of Education shall, in consultation with the Iowa Association of Community College Presidents and the Iowa Association of Community College Trustees, conduct a study of funding for community colleges, and shall make specific recommendations on the elimination of Chapter 260D and for alternatives to present community college funding including, but not limited to, a plan for distribution of funds to community colleges. The Department shall submit a report of its findings and recommendations to the Governor and the General Assembly by December 1, 1995.***

Process

In 1994, the Department of Education conducted an in-depth study of the Iowa Community College funding formula for the seventy-fifth Iowa General Assembly (see attached January 1995 report). This study was used as background information and as a philosophical base for the recommendations contained in the December 1995 report.

The Department of Education held a two-day meeting on September 7 - 8, 1995, of all 15 community college presidents, for the purpose of discussing and making specific recommendations for alternatives to the present community college funding system. A consultant was employed to facilitate the meeting and make certain that issues were identified and fully discussed and that consensus was reached among the community college presidents on an approach to funding.

Discussion focused on the need for a mechanism that would provide sufficient funding to assure that all 15 community colleges are able to achieve the mission of responding to the needs of their communities and of the State. This includes maintaining the quality of programs and services, ensuring that Iowa citizens have access to postsecondary education, responding to emerging trends and future needs through planning, and ensuring that the colleges have the flexibility to meet the immediate needs of their communities.

Recommendations

A. Following full discussion of the issues, on September 8, 1995, all 15 community college presidents reached consensus on the following proposal:

> **To promote the mission of the community colleges of Iowa and financially support and continually improve the state's community college system, the Iowa Department of Education, the Iowa Association of Community College Presidents and the Iowa Association of Community College Trustees recommend the following changes to the Iowa Code:**
>
> 1. **Remove Section 260D.1 through 260D.17 from Chapter 260D.**
>
> 2. **Add the following new section to Chapter 260D:**
>
>   **260D.1 Community College Funding Distribution Plan**
>
> ***The distribution of state general financial aid appropriated to the state's fifteen community colleges after July 1, 1996, will be based on the distribution percentages used to distribute state general financial aid for the fiscal year beginning July 1, 1995.***

On November 3, this proposal was shared with representatives of local boards of trustees.

B. Rationale for future funding requests will be developed according to the following process. The annual appropriation request by the Department of Education for community colleges will be based upon the collective needs of the system as well as the needs of individual colleges. A percentage increase for inflationary and basic operational increases will be made for the system as a whole. In addition, state-wide increases to meet systemwide objectives such as decreases in tuition and improved salary and benefits for staff may be included in the recommendations. Input from individual institutions will be analyzed to address extraordinary circumstances, such as dramatic enrollment increases or new program development. This process will allow for the consideration of unique needs of individual institutions, as well as the collective needs of the community college system.

The community college presidents, in conjunction with the Iowa Department of Education, will conduct an on-going evaluation of the process for developing a funding request as well as the distribution process (as outlined above) to assure that the financial needs of Iowa's community colleges are being met.

1996 IOWA COMMUNITY COLLEGE ANNUAL BUDGET REPORT
IOWA DEPARTMENT OF EDUCATION
DIVISION OF COMMUNITY COLLEGES

FY 1996 FACILITY SURVEY

COMMUNITY COLLEGE	BUILD/ACQUIRE NEW SPACE?	ACQUIRE/SELL LAND	MAJOR MAINTENANCE	CURRENT PROJECTS DEFERRED
I Northeast	1996 Budget: Possible purchase of downtown Dubuque facility	None Planned	1996 Budget: $220,000 1. Cold storage facility 2. Lamp and ballast retrofit 3. Carpet replacement (Peosta) 4. Floor replacement (Student Union at Calmar 5. New roof--Administration Calmar 6. ADA upgrades	1. Replace rooftop HVAC Units 2. Campus parking resurfacing and drives 3. Many ADA and OSHA requirements
II NIACC	1996 Budget: $$330,000 1. Acquire building and remodel 2. Outdoor classroom	None Planned	1996 Budget: $1,270,000 1. Telephone system 2. Technology friendly classroom 3. Library automation 4. Pave area by shops 5. ADA comprehensive projects 6. Upgrade fire alarm system 7. Annual maintenance & repair projects 8. Annual equipment replacement	Value of project: $$1,450,000 1. Activity center roof 2. Storage building 3. Equipment replacement 4. Pave a parking lot 5. Renovation of a welding lab. 6. Renovate and equip manufacturing tech lab 7. Alternative energy project
III Iowa Lakes	1996 Budget $4,300,000 1. Wellness/library complex Emmetsburg 2. Outreach center---Spirit Lake	1996 Budget $60,000 1. Acquire land	1996 $225,000 1. Renovate student dorm--Emmetsburg 2. New paint booth--auto body	Value of projects: $500,000 1. Roof repair 2. AC/heating units repair
IV Northwest	None Planned	None Planned	1996 Budget: $200,000 1. Finish remodeling building 11,400 sq ft 2. Reroof 10,500 sq. ft. 3. Remodel cafeteria 4. Upgrade electrical equipment	Value of projects; $620,000 1. New fire alarm system 2. Replace freon air conditioner 3. Outside weather warning system 4. New roof on Building D 5. Improve energy management system 6. Second ICN classroom 7. Repair parking lots 8. Remodel building C
V Iowa Central	None Planned	None Planned	1996 Budget: $200,000 1. ADA compliance ($100,000) 2. Roof replacement ($100,000)	Value of projects $500,000 1. Roof replacements ($300,000) 2. Energy conservation measures ($100,000) 3. Parking lot repairs ($100,000)

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1996 IOWA COMMUNITY COLLEGE ANNUAL BUDGET REPORT
IOWA DEPARTMENT OF EDUCATION
DIVISION OF COMMUNITY COLLEGES

FY 1996 FACILITY SURVEY

COMMUNITY COLLEGE	BUILD/ACQUIRE NEW SPACE?	ACQUIRE/SELL LAND	MAJOR MAINTENANCE	CURRENT PROJECTS DEFERRED
VI Iowa Valley	None Planned	None Planned	1996 Budget: $145,000 1. Roofing 2. ADA compliance 3. Pool repair 4. Fire alarm updates	Value of projects: 1. New rooftop HVAC equipment 2. Change-out fluorescent bulbs 3. Weather stripping caulking of doors & windows 4. Refit science lab. 5. Upgrade academic computing equipment
VII Hawkeye	None Planned	None Planned	1996 Budget: $1,040,000 1. Road and parking lot replacement 2. New added parking (161 spaces) 3. Roof replacements 4. ADA compliance renovations 5. Retrofit lighting 6. Remodel classrooms 7. Replace walkways	Value of projects: $4,302,039 1. Roof repairs and replacement 2. Replace parking lots 3. Replace sheep and hog building 4. Replace central chiller 5. Remodel classrooms and offices 6. Replace boiler at 844 W 4TH Street
IX Eastern Iowa	1996 Budget 1. Acquire Kahl building	None Planned	1996 Budget 1. Renovate Kahl building	Value of projects: 1. Building exteriors 2. Roofs 3. HVAC units
X Kirkwood	1996 Budget: 1. Plan to acquire a space at Iowa City	1996 Budget 1. Plan to acquire additional land 2. Plan to sell land	1996 Budget 1. Linn Hall maintenance	Value of projects 1. Roof replacement 2. ADA requirements 3. Vet tech facility 4. Iowa City expansion
XI DMACC	None Planned	None Planned	None Planned	Value of Projects: ($5,000,000) 1. Replace roof and add insulation 2. Overlay asphalt parking lots 3. Replace buried high voltage wiring 4. Replace obsolete roof top (HVAC) 5. Upgrade exterior lighting 6. Replace lighting & broken bleachers at Boone 7. Replace exterior doors

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1996 IOWA COMMUNITY COLLEGE ANNUAL BUDGET REPORT
IOWA DEPARTMENT OF EDUCATION
DIVISION OF COMMUNITY COLLEGES

FY 1996 FACILITY SURVEY

COMMUNITY COLLEGE	BUILD/ACQUIRE NEW SPACE?	ACQUIRE/SELL LAND	MAJOR MAINTENANCE	CURRENT PROJECTS DEFERRED
XII Western Iowa Tech	None Planned	None Planned	1996 Budget: $812,843 1. Cheroke project 2. Computer CPDA 3. Communication system 4. Roofing Building D 5. Roofing dorms 6. Parking Lot #5 7. Vehicles 8. Dorm furniture and equipment 9. Equipment (general)	1996 Budget: $326,400 1. Administration computers 2. Roofing Building B 3. Roofing KWIT 4. Parking lot #4 5. Remodeling (general)